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Title of Document: Ocean View Corridor Study

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Prepared For: City of Norfolk

Date of Preparation: January 2002

Status (as of January 2012): No action taken by City Council to adopt this plan. Some plan actions reaffirmed by City Council in 2009.

Civic League(s)/Organization(s) Affected: Willoughby, Ocean View, Greater Pinewell, Cottage Line, Bayview, East Ocean View, East Beach

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Ocean View Corridor Study

22 January 2002

U R B A N D E S I G N A S S O C I A T E S

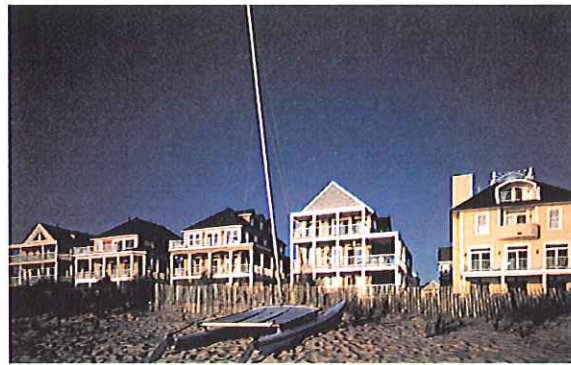
LaQuatra Bonci Associates • Economics Research Associates

Introduction

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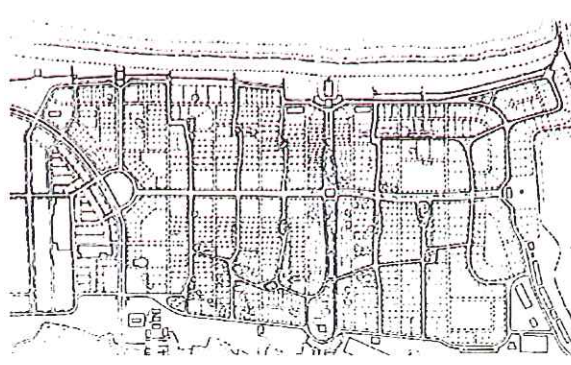
Streetscape Improvements: Granby Street



Pinewell-by-the-Bay



New Park: Ocean View Park



East Beach Redevelopment Plan

The Ocean View Master Plan – the First Twelve Years

In the past twelve years, Ocean View has been transformed from a deteriorated and overlooked neighborhood to one of the most dynamic and valued parts of the City. This dramatic revitalization began in the 1980's with citizens calling for a plan. The Urban Land Institute sent a panel of experts to evaluate the area and recommend a strategy. The panel confirmed the value of this waterfront neighborhood in the economic development of the City and recommended a master plan that could serve to guide public investment and to revise the harmful aspects of the zoning ordinances which had resulted in speculative slum developments.

The Master Plan, prepared in 1988, proposed a series of high quality, visible, residential developments that take advantage of the waterfront location, to improve the image and marketability of Ocean View within the City and Region. Pinewell-by-the-Bay was the first of a series that has included Bay Oaks Place, Cottage Place and others. An extensive Housing Conservation and Rehabilitation program, combined with new development has produced 200 new houses and several rehabilitated houses.

The plan also called for an annual budget for new streetscapes and public improvements to create beautiful streets and parks as a framework for attracting high quality development. Ocean View Avenue, the main street of all the neighborhoods within Ocean View, has been improved in key locations. The plan recognized the importance of the "Gateways" to Ocean View and proposed streetscape improvements for Shore Drive and Granby Street. A new bridge over Pretty Lake permits an expanded Marina and creates a dramatic gateway. A new park on the waterfront in "Downtown Ocean View" has become a focus of community pride and is the location of festivals and events.

The Redevelopment Plan for East Beach is evidence of the City's recognition of the unique value of this property with both Chesapeake Bay and Pretty Lake frontage. Over 600 new units of housing in a wide range of types and prices will firmly establish Ocean View as a premier address for the City.

The First Twelve Years

The Planning Process

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The Planning Process

The Ocean View 2011 Planning Process

The Vision for the the next ten years was developed in a public process in which several hundred people participated in a series of small and large group discussions. The main event was a three-day design charrette held at the Ocean View Senior Center from November 6 to November 9, 2001. The process began with asking people to describe Ocean View's strengths and weaknesses, especially the best places and the worst places. Then people described their dreams for the community and identified those places where action was most needed. These comments were both collated and mapped to serve as the basis for design and planning.

In preparation for the public sessions, the design team conducted photo reconnaissance to document not only existing conditions, but also a set of precedents that could provide inspiration for the designs. ERA performed a market analysis of commercial and residential potential in the area. Glatting Jackson evaluated the traffic conditions, particularly in view of the citizens concerns about speed and type of traffic through the neighborhood. UDA produced a series of urban design analysis drawings which explained the physical structure of Ocean View.

In the charrette, alternative designs were developed for each area along the Ocean View Avenue Corridor. In the public sessions, participants evaluated the designs and provided valuable information for the team. A remarkable degree of consensus was reached on the major initiatives and their form.

● Strengths

- Golf course
- Small scale buildings
- Small town within the city
- Ocean View Park – programming
- Restaurants
- View and proximity to the bay
- Mason Creek Park
- Religious diversity/churches
- Beach recreation
- Live Oak trees
- Sea breezes
- Charming, Bohemian-village atmosphere
- Dredging of Pretty Lake
- New Shore Drive Bridge
- Nansemond High Rise condos
- Convenient/short walking distance to shopping
- General community enthusiasm/spirit

- Library
- Openness
- Diversity of people
- Relaxed – not hemmed-in feeling
- Affordable
- Diversity of buildings – old/new
- Improvements (streets, landscaping, housing, police, etc.)
- Public ownership of beaches
- Public beach access
- Beach cleanup crew
- Water access to the bay
- Convenient/short driving distances within neighborhood
- Easy access to peninsula
- Close to airport
- Town Hall meetings
- Sense of community
- Community police
- City services trailer
- Marinas

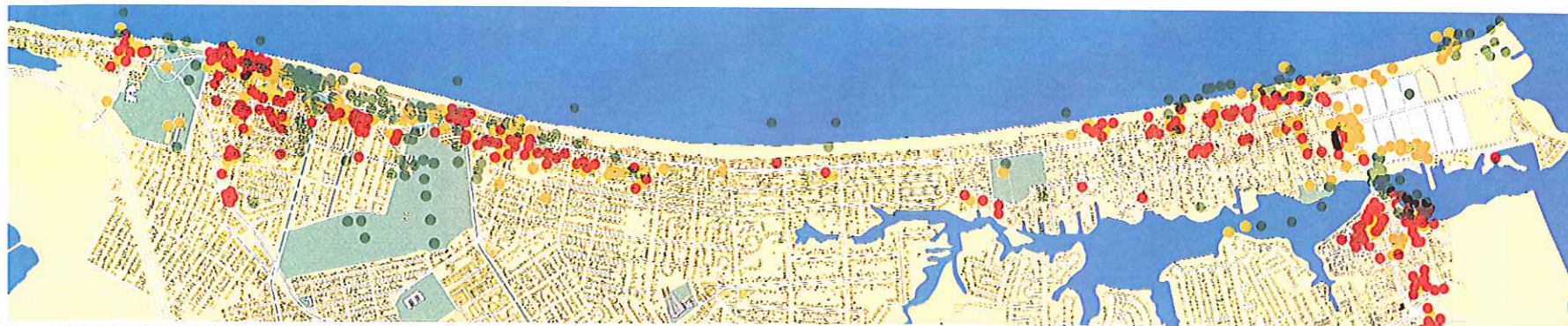
- Access to boat ramp
- It is *not* downtown
- Sand dunes and breakwaters
- Military/ships
- Security
- Chesapeake Boulevard gateway
- Overpass views of the bay
- Unblemished night sky from beach
- Senior Center

● Weaknesses

- Overhead utility lines
- Late night 'riff-raff'/vagrants, loitering
- Go-go bars/strip joints
- Run down property
- Lack of code enforcement
- Storm water drainage problems/flooding
- High density rental apartment clusters
- High density/too close together new housing

- Prostitutes and drug dealers
- Too many motels
- Absentee landlords
- No bike paths
- Unsafe pedestrian crossings on Ocean View Avenue
- Lack of museum to celebrate history
- Inappropriate land use on the bay front
- Visibility of trash dumpsters
- Buildings blocking views to the water
- Heavy traffic/truck traffic
- Ocean View Avenue – visual appearance/scale
- Speeding traffic
- Fourth View interchange
- Trailer park
- Insufficient lights at Monkey Bottom
- Lack of diverse commercial uses
- Not enough good grocery stores
- Lack of Public Telephones booths

Strengths, Weaknesses and Goals



Summary of Dot Exercise (performed in the public sessions) depicts the worst places in red, the best places in green and the places with most in need of improvement in orange.

Weaknesses (continued)

Perception of stagnation
Stray animals in the neighborhood
Lack of public boat access
Lack of youth activities/facilities
Lack of sidewalks
Lack of parking for special events
Storm outfall on the beach
Lack of middle school
Nuisance retail
Obsolete commercial uses
Too many vacant apartments
Traffic light timing
Too many convenience stores
Litter/trash
Bay streets are too narrow
Strip malls
Street lighting
Insufficient parking at beach access
Long-term truck parking in the neighborhood

Unightly jetties
Noise pollution – loud radios
Lack of overall design guidelines
Balview Avenue
Fishing pier
Inadequate park lighting
Crime
Sewers
Condition of streets – potholes
Shore Drive Plaza shopping center
Development in the dune lines
Zoning for less density
Flooding at Fourth View and West Ocean View Avenue
Cars stall out and block traffic

Goals

More open air restaurants
Tree-lined streets/medians
Ocean View Museum
Recreational center – senior and youth facility

Underground utilities
Keep City Beach open to public and families and parking
Clean up city beach
More open space and parks
Lower housing density
Keep park between 3rd and 5th Bay
Boardwalk
Sidewalks, curbs and gutters on every street in city of Norfolk
Bike paths
New shopping center in 'Downtown' Ocean View
Quality grocery shopping
Affordable boat ramp and storage on Pretty Lake
New Library
City Hall satellite office
More services – credit union branch, DMV, dry cleaning, pharmacy, Ben & Jerry's
Stop flooding 16 S to 19th Bay and South of Pleasant

Affordable senior apartments
Retail – Bohemian/Cape Cod
Neighborhood movie theatre
Cultural and performing arts center
Centrally located entertainment 'nodes'
No more housing on the beach
Restore dunes
Waterfront dining
New golf course fencing
Upgrade golf course signage
Larger home sites
Less 'dingy' homes
Marine-related business
Houses in place of go-go bars
Full service lumber yard
Paint the water tower
Stores and apartments along Shore Drive like 21st St.
More two-story houses
Good balance between commercial and residential on Ocean View Ave.
Put parking behind retail
Nearby commercial that you walk to

Standards for commercial architecture
Architectural theme for neighborhood
Improved beach erosion control
New Community signs at gateways
Home improvement incentives for homeowners – financial assistance
Think about the younger generations
Need good quality affordable housing
More dredging of Pretty Lake
Need a town center
Eliminate Ocean View Ave truck traffic.
Shopping center at Shore Drive
Improve streets
More water views
Eliminate 7-11s
Provide some up-scale retail
Provide investment district
Provide tax incentive district
Create Enterprise Zone
Include Little Creek Road in study area
Add police station
More parking
Better public transportation

Sign ordinance
New/better quality hotels
Add water features – fountain
City financial commitment to the community
Senior living facility like Westminster Canterbury
Playing fields for soccer volleyball, and softball
Remedy the flashing lights for either Fourth View or 15th View on ramps to I-64.
Outdoor recreation/sport center – family-oriented/baseball/basketball/tennis/soccer/playground

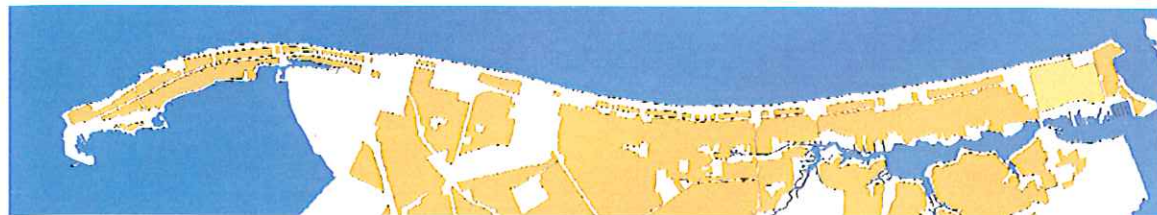
Strengths, Weaknesses and Goals



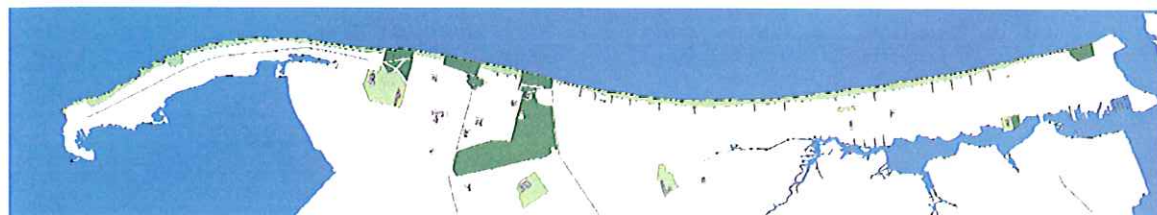
1 Street Network



2 Commercial Uses



3 Residential Pattern



4 Open Space and Natural Features

Analysis

OCEAN VIEW CORRIDOR STUDY

Analysis

Our X-ray analysis provided additional insight into both the strengths and weaknesses of Ocean View.

- 1 Street Network: Ocean View Avenue ties together all of the neighborhoods, many of which are separated from the south by water. The properties flanking the key entry areas are connected to the largest number of people.
- 2 Commercial Uses: The scattered pattern includes more retail space than can be supported by the present market in a configuration that does not respond to new needs.
- 3 Residential Patterns: It is the dominant use, but has many undeveloped areas.
- 4 Open Space and Natural Features: There is very little organized open space, but the beach is within a five minute walk of most houses.

Location

Ocean View has a remarkable amount of waterfront, with the Chesapeake Bay and Pretty Lake, but much of the neighborhood is separated from the rest of the City by these waterways.



Analysis and Principles

The Market Study identified two scenarios: one with the improvements suggested in the process and one as Ocean View is today. It recommended the improvements as a means of enhancing the commercial viability of Ocean View by creating destinations with a mix of uses close to the waterfront, and with a unique character. It suggested the entry portals at Shore Drive, Granby Street, and Fourth View as the locations with the most potential for these places.

The traffic studies indicate a dramatic drop in traffic volume on Ocean View Avenue in the past ten years, which contrasts with the perception that it remains a heavily used arterial. The key to this lingering perception is the speed of the traffic that uses it, not the volume. The posted speed limit is 35 mph, but the road was designed for 55 mph, so drivers go too fast for the neighborhood. The recommendations include a series of modifications to calm traffic and support a pedestrian scale neighborhood.

The combination of input from the community, the urban design analysis, the market analysis, and the traffic study resulted in a set of design principles which have guided the design work.



Arterials and Streets. There are five gateways to Ocean View



Charrette Sketch of Land Use Strategy. Commercial uses are concentrated in village centers



Charrette Sketch of Framework of Streets and Open Spaces



Village Centers should be located at the gateways

Design Principles

The goal of the Study is to provide a clear framework for making decisions for the location of commercial, business, and residential development along the Ocean View Corridor from Little Creek Road to Fourth View.

- 1 Create the best possible environment for residential development which includes retail amenities and business opportunities.
- 2 Build on Ocean View's unique qualities such as the Bay and lake fronts.
- 3 Support and build on new and existing businesses, especially water related ones such as the Marina.
- 4 Put the "view" back in Ocean View, especially at the entry portals.
- 5 Create an appropriate character for Ocean View Avenue as the main street of the community.
- 6 Preserve existing trees and add more.
- 7 Eliminate problem properties.
- 8 Connect the neighborhoods more effectively to the waterfront.
- 9 Provide a diverse range of housing types.
- 10 Create a variety of good addresses for both residential and commercial development.

Entry Gateways

- 1 Shore Place
- 2 Capeview
- 3 Chesapeake
- 4 Granby
- 5 Fourth View

Analysis & Design Principles

The Strategy – Frameworks & Initiatives

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The Strategy

- 1 Build toward a coherent framework with beautiful streets and public open spaces that link to the water.
- 2 Bundle developments into initiatives which combine public and private funding, to create whole places.
- 3 Create pedestrian-friendly, mixed-use village centers at the gateways into Ocean View that include retail, office, residential, civic, and recreational amenities.
- 4 Develop the properties between these centers as residential areas.
- 5 Redesign the major streets to reflect traffic usage for this new land-use pattern, to tame traffic, and to enhance the sense of community.



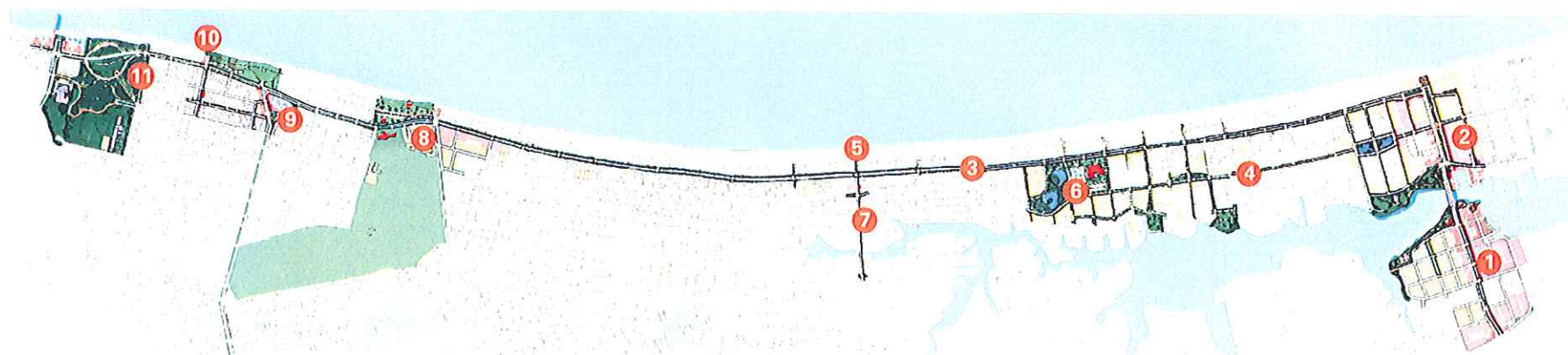
The Strategy

OCEAN VIEW CORRIDOR STUDY

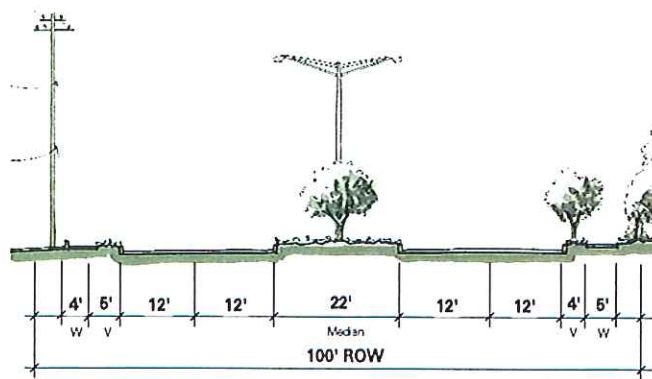


Streets and Public Open Space

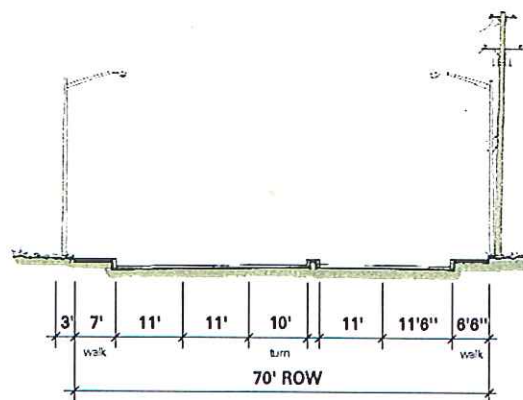
- 1 Shore Drive Streetscape Improvements
- 2 Shore Place
- 3 Ocean View Avenue Streetscape Improvements to tame traffic and enhance the quality of life. (Entire length of Ocean View Avenue)
- 4 Pleasant Avenue streetscape and parks (Entire length of Pleasant Ave)
- 5 Improvements for all Beach Access Ways
- 6 Bay Oaks Park
- 7 Capeview Improvements
- 8 Community Beach and Golf Course improvements
- 9 Ocean View Station Square
- 10 First View Extension of Ocean View Park
- 11 Monkey Bottom and Sarah Constant Park



The Frameworks



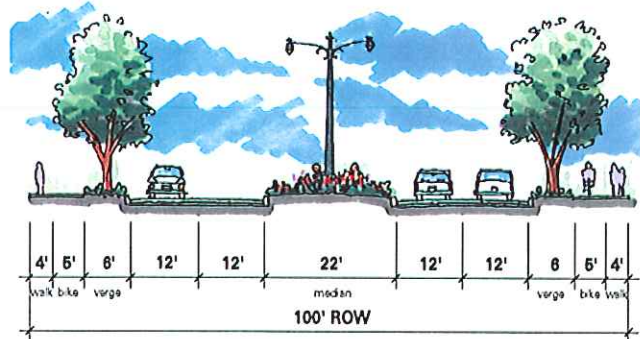
1 Existing Cross-Section: Shore Drive south of the Bridge



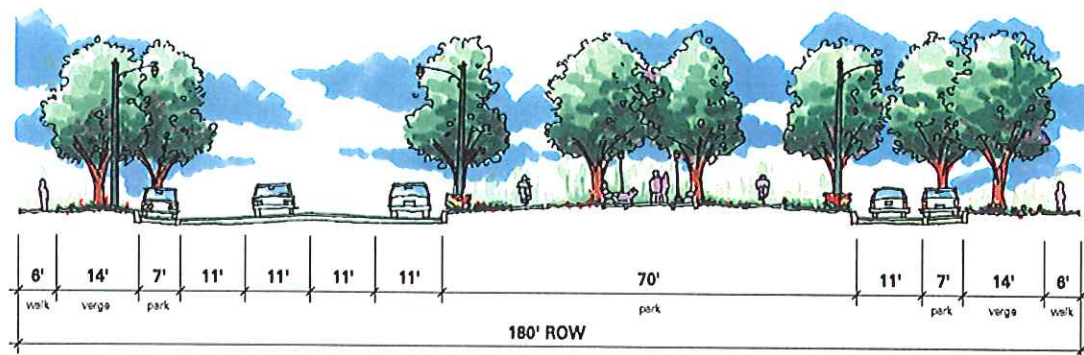
2 Existing Cross-Section: Shore Drive north of the Bridge

Proposed Streetscape Improvements

- 1 Shore Drive south of the Bridge: The existing cartway is maintained, but additional landscaping is placed in the median, crosswalks are articulated, a wide verge is provided with additional trees, and new development will be controlled by a set-back to provide an additional row of trees (for the portion close to Little Creek Road)
- 2 Shore Place: A wide lawn creates a grand promenade linking Pretty Lake with the Chesapeake Bay. Shore Drive is a four lane road on the west side of the green, and a small scale frontage road lines its eastern edge.

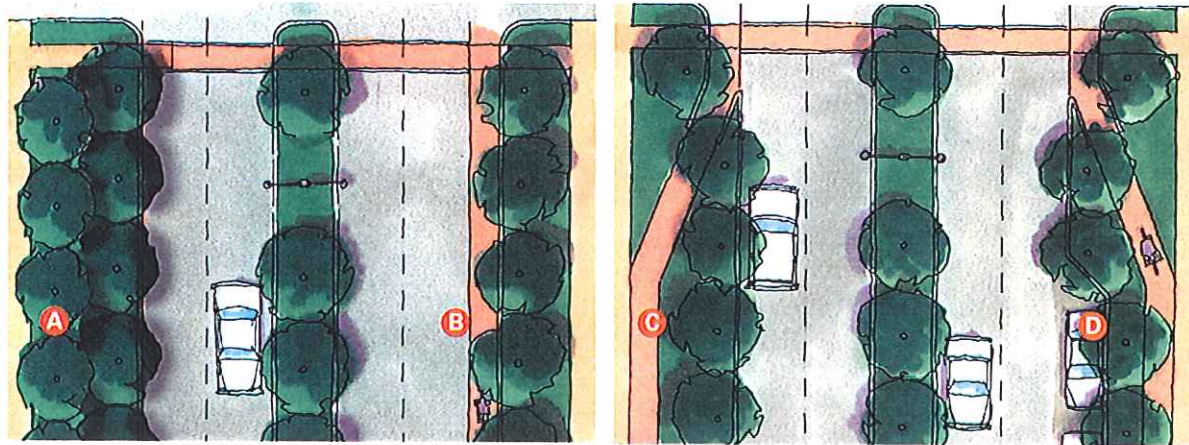


1 Proposed Cross-Section: Shore Drive south of the Bridge



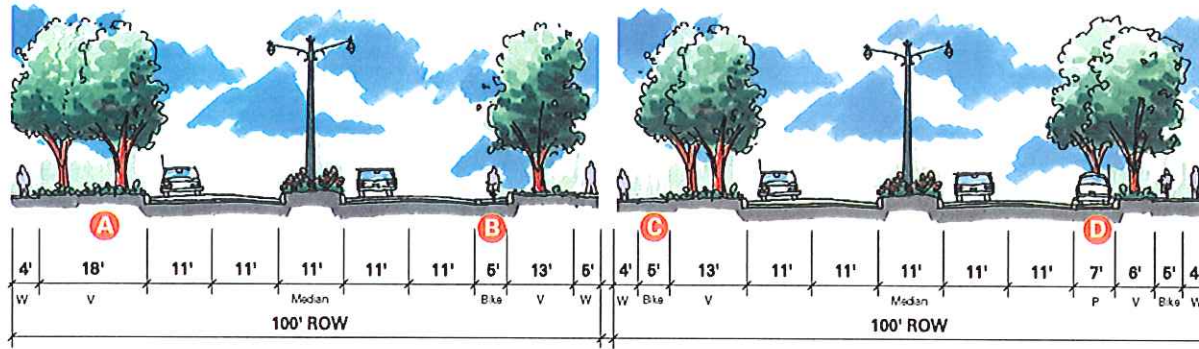
2 Proposed Cross-Section: Shore Drive north of the Bridge

The Frameworks



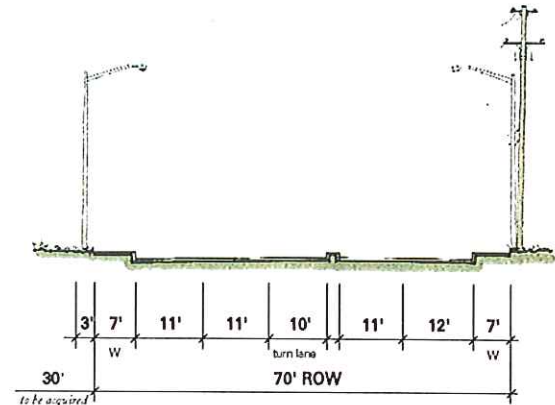
3 Ocean View Avenue as Boulevard: The road dimensions remain constant with 11-foot lanes and an 11-foot landscaped median for a total of 55 feet in the 100-foot right-of-way. The remaining 45 feet can be configured in a variety of ways including:

- A Wide, landscaped verge
- B Bike lane in the street
- C Bike lane in the verge
- D On-street parking



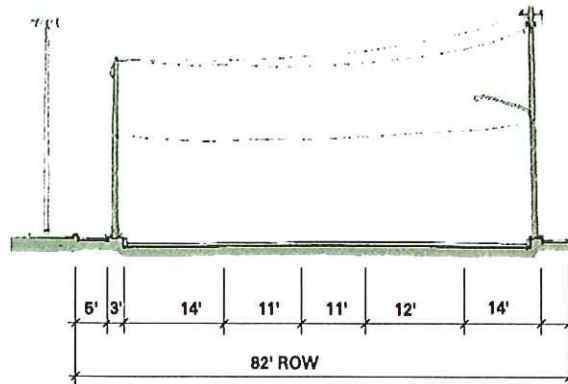
Plan and Section depicting both wide landscaped verge (A) and bike lane in the street (B)

Plan and Section depicting both bike lane in the verge (C) and on-street parking (D)

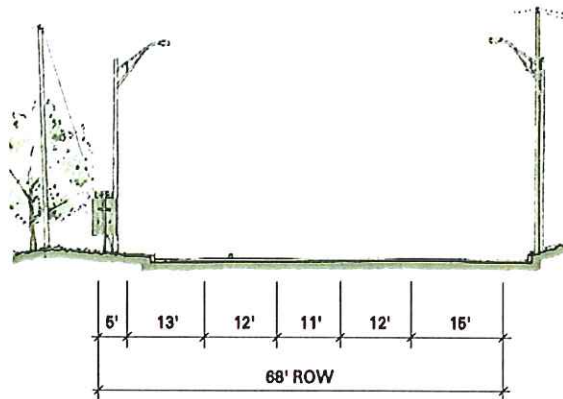


Existing Cross-Section: Shore Drive North of Bridge

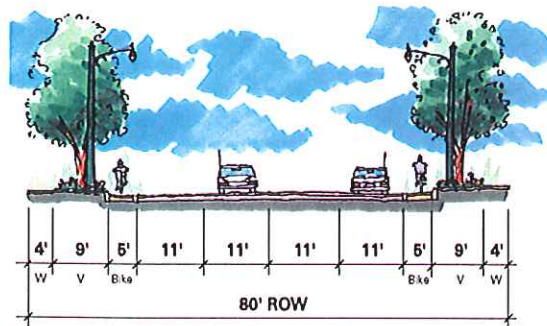
Frameworks



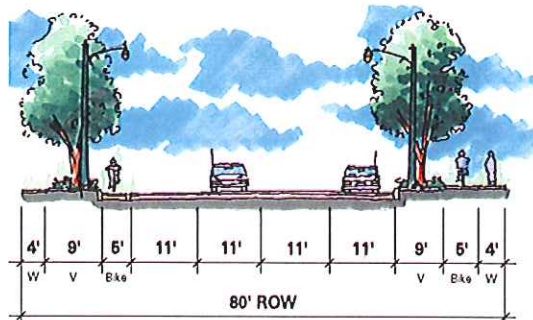
4 Existing Cross-Section: Ocean View Avenue in Cottage Line



5 Existing Cross-Section: Ocean View Avenue at Fourth View



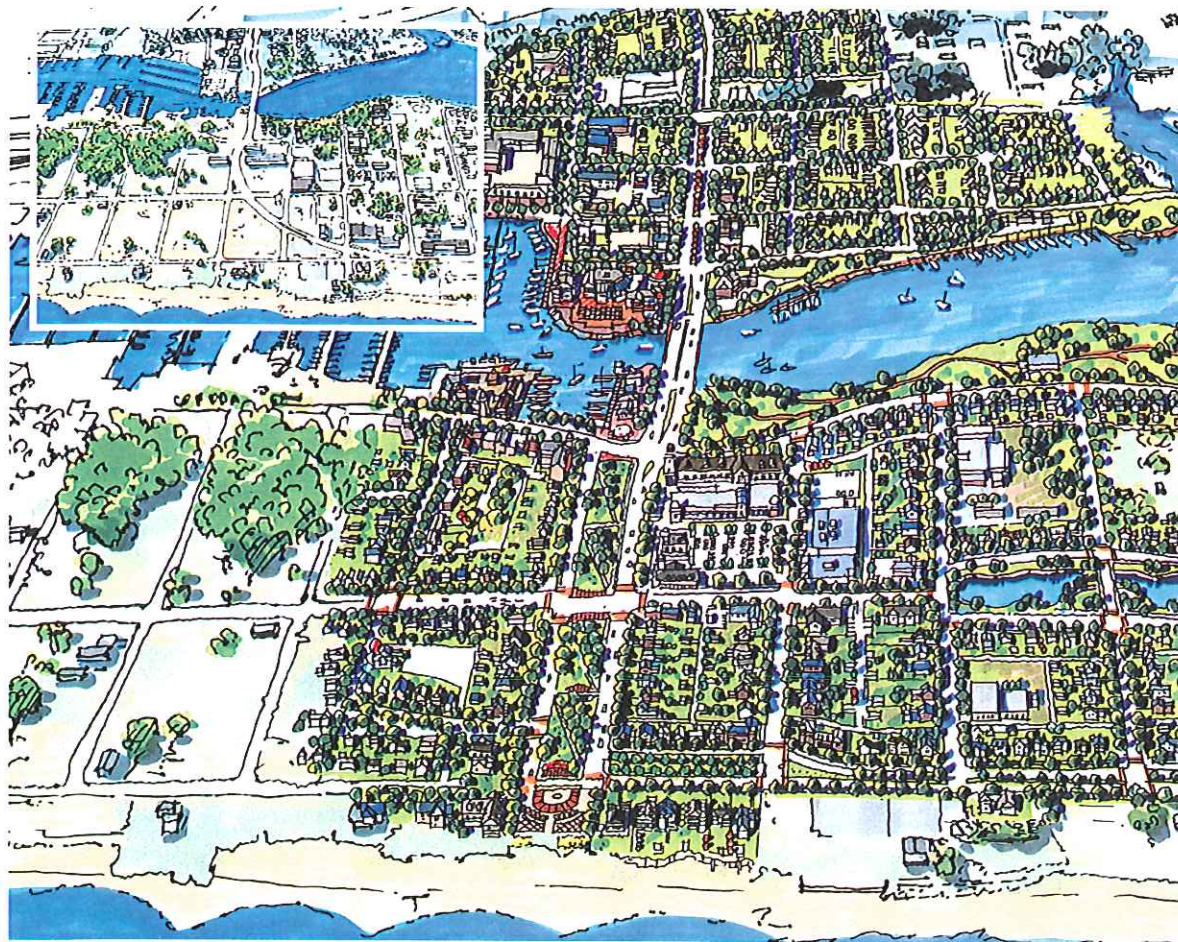
4 Proposed Cross-Section: Ocean View Avenue in Cottage Line



5 Proposed Cross-Section: Ocean View Avenue at Fourth View

- 4 Ocean View Avenue in Cottage Line: The variety of ways to configure the bike lanes, verges, and parking also applies to a four lane cross-section without a median. The 44-foot cartway sits within a varying right-of-way.
- 5 Ocean View Avenue at Fourth View and Sarah Constant Park: By eliminating the Tidewater connection to Ocean View Avenue, Monkey Bottom can be restored as public open space and be an extension of Sarah Constant Park.

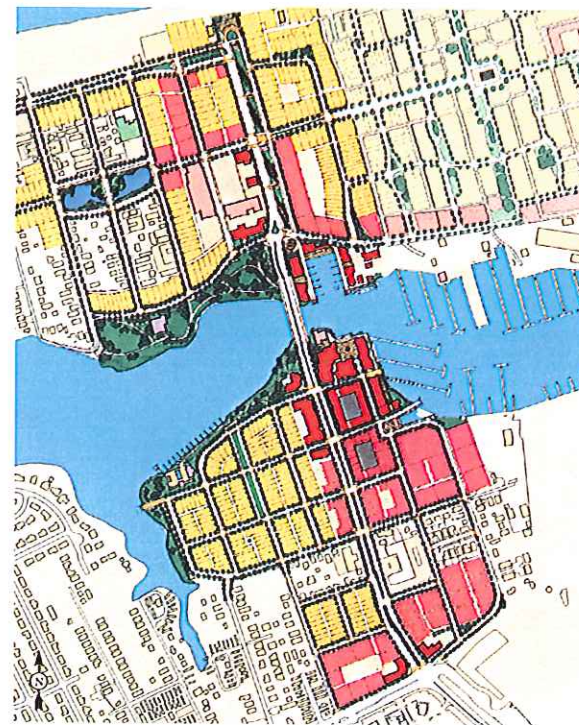
The Frameworks



View of Shore Drive Portal from North

Shore Drive Portal

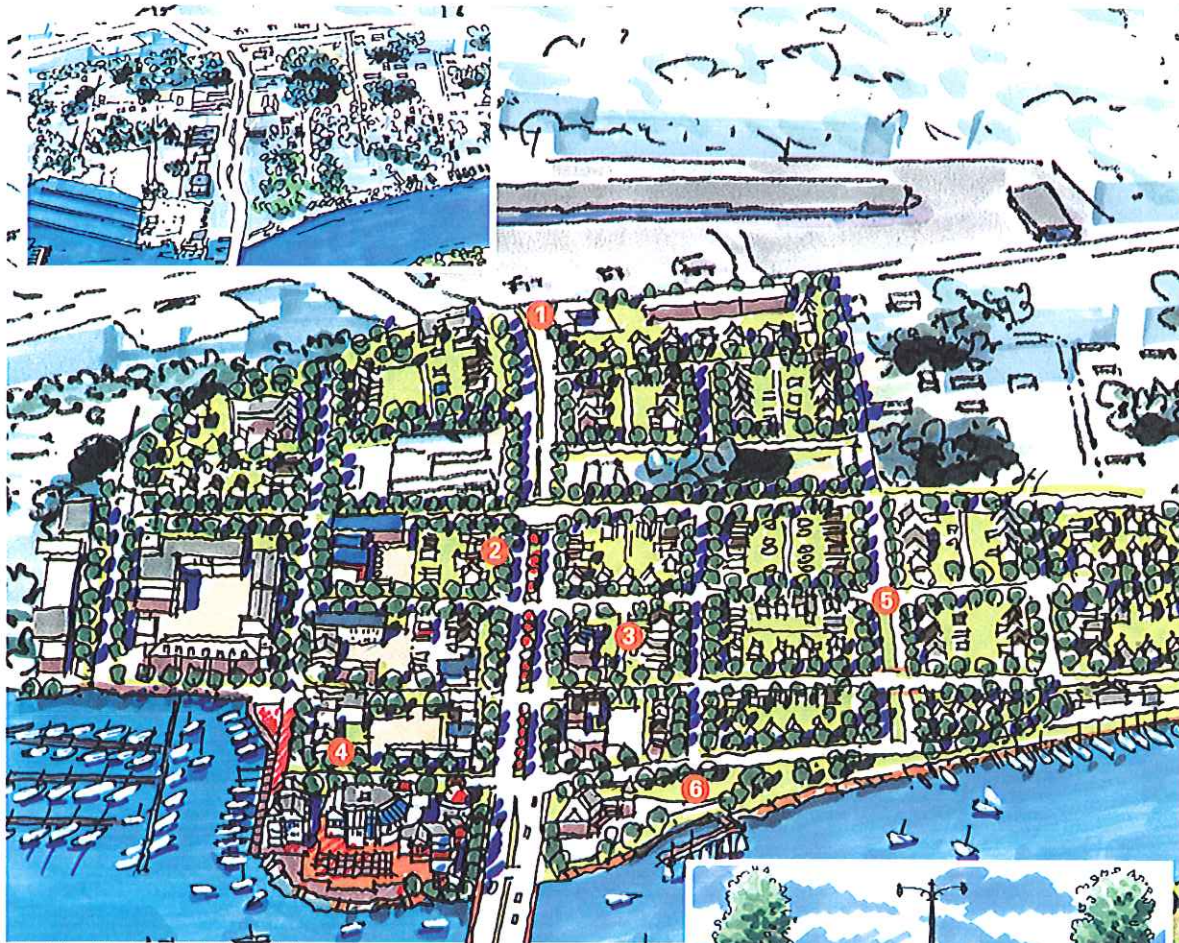
This Gateway to Ocean View begins at the intersection of Shore Drive and Little Creek Road, includes Pretty Lake's "Little Annapolis" and extends to the Chesapeake Bay.



The Initiatives

OCEAN VIEW CORRIDOR STUDY





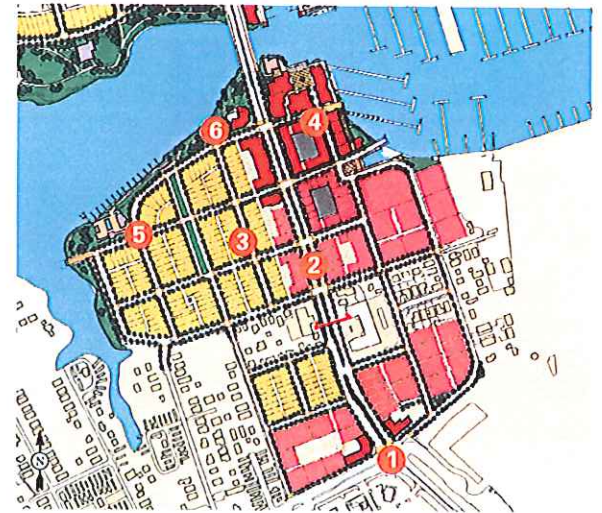
View of Shore Drive South of the Bridge from North



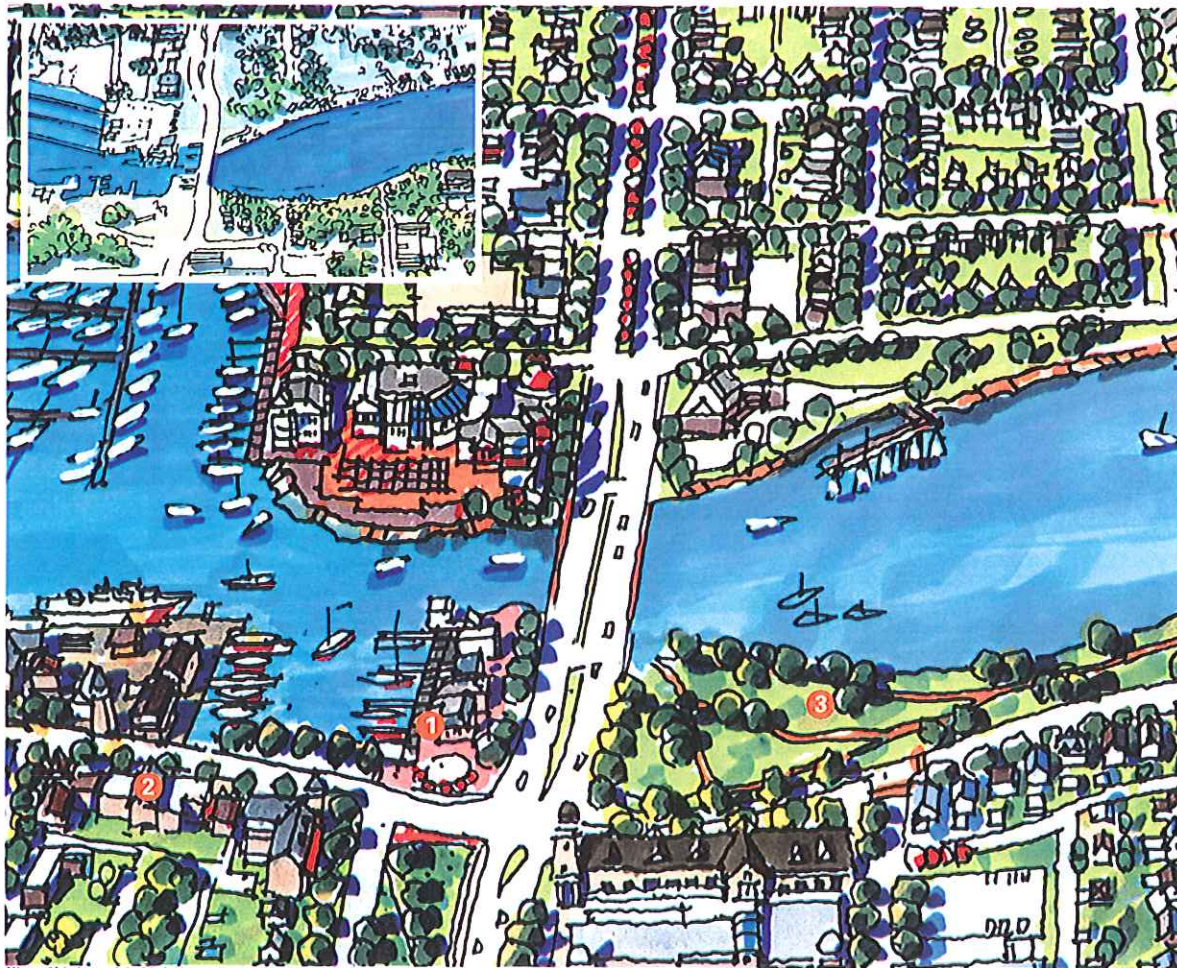
Proposed Shore Drive Street Section

Shore Drive South of the Bridge

- 1 Gateway Developments on the Northeast and Northwest corners of the intersection of Little Creek Road and Shore Drive.
- 2 Commercial Frontage on both sides of Shore Drive, ranging from mixed-use buildings with office over retail, to marina-related, heavy commercial use.
- 3 Residential Development on the West Side of Shore Drive behind the commercial frontage that takes advantage of the Pretty Lake Frontage.
- 4 Commercial and mixed-use, water-related commercial uses on the East side of Shore Drive.
- 5 A new pattern of streets on both sides of Shore Drive that creates a framework for orderly development, including the creation of 'Launch Street' which runs from waterfront to waterfront.
- 6 Public open space lining the Pretty Lake Waterfront on the West Side of Shore Drive with connections under the bridge to the marina developments.



The Initiatives



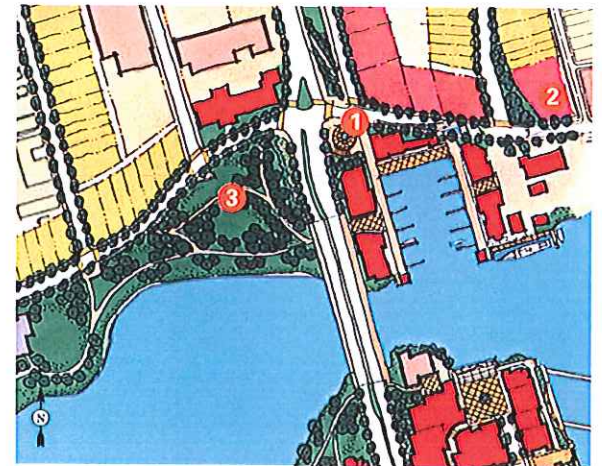
View of Little Creek & Little Annapolis from North

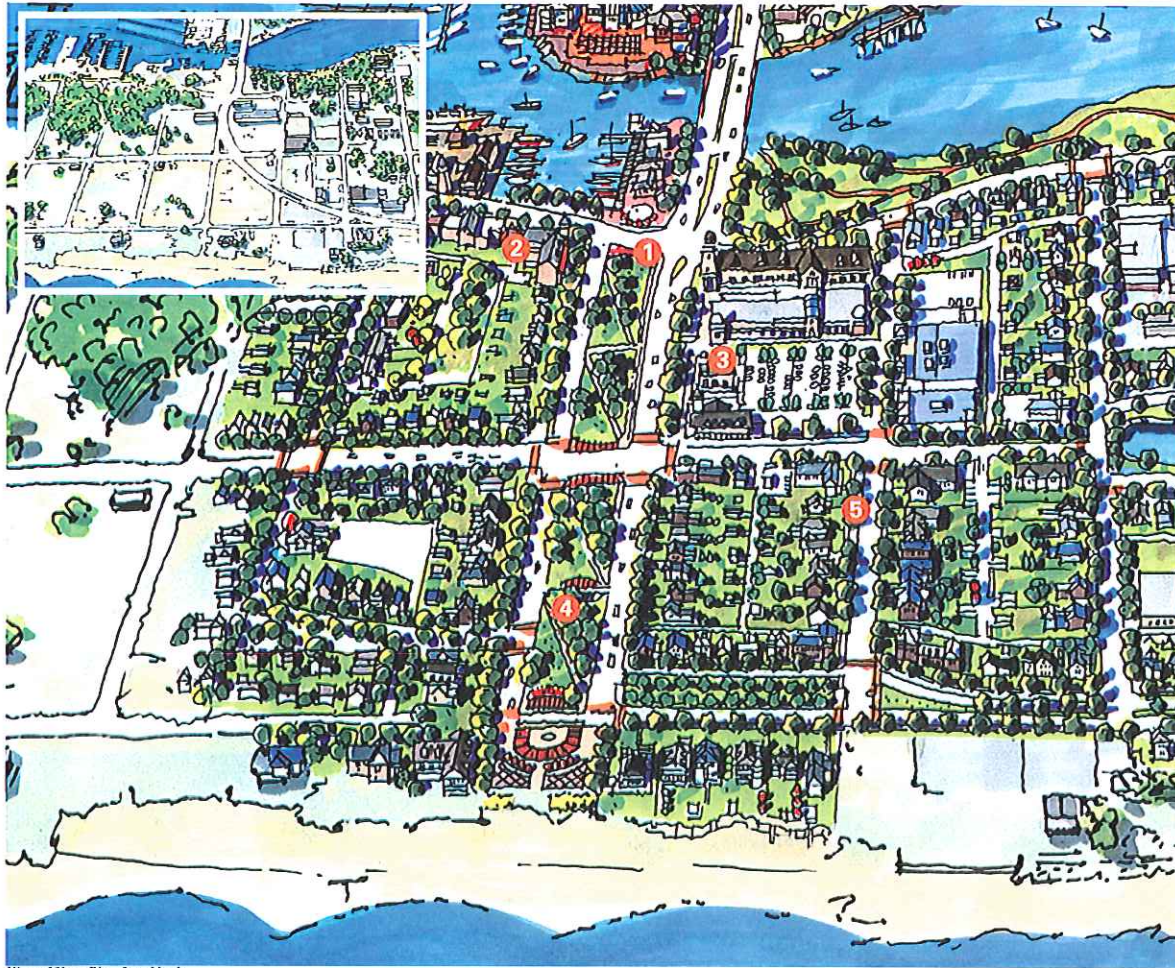
The Initiatives

OCEAN VIEW CORRIDOR STUDY

Pretty Lake and "Little Annapolis"

- 1 Commercial Development on the north end of the bridge to create a gateway to "Little Annapolis."
- 2 Mixed-use retail, with office and residential uses above, lining both the waterfront and Pretty Lake Avenue from existing Marina uses.
- 3 Expanded waterfront park for the Ocean View Community Center with a pedestrian connection under the bridge to a new inlet and docking area.





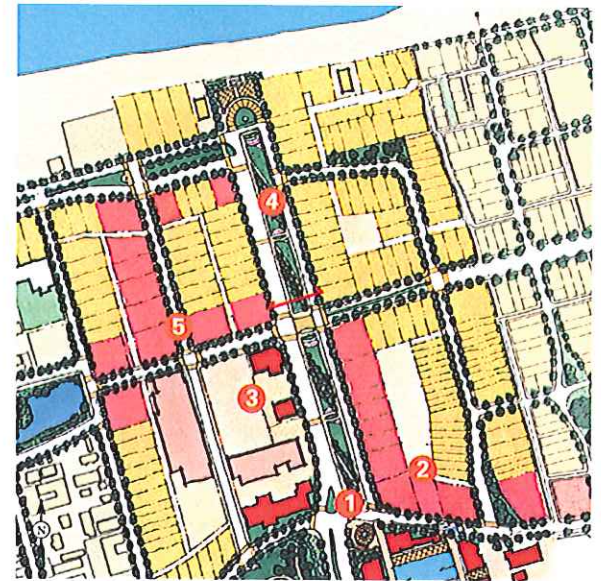
View of Shore Place from North

The Initiatives

OCEAN VIEW CORRIDOR STUDY

Shore Place

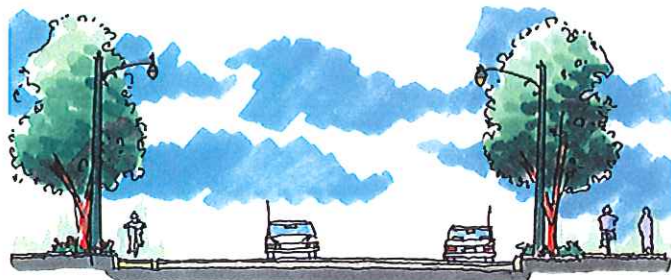
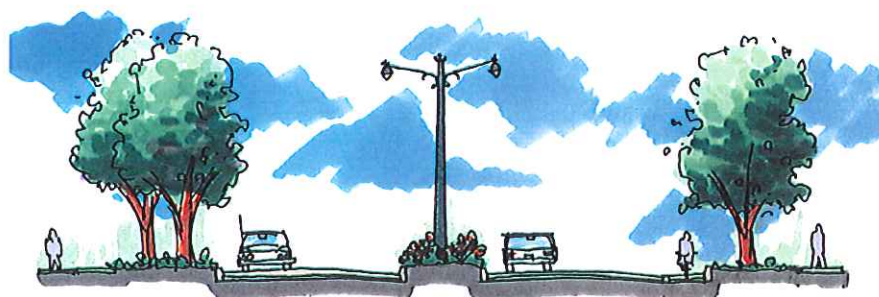
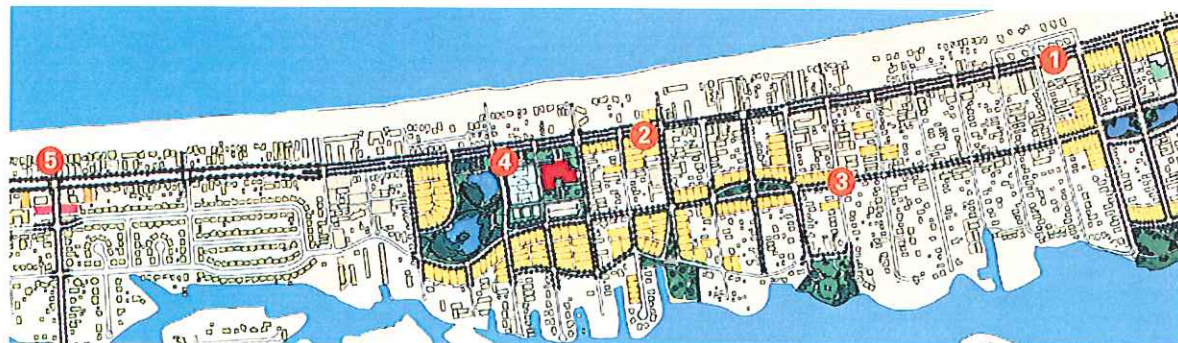
- 1 A grand esplanade linking Pretty Lake with the Chesapeake Bay.
- 2 Mixed-use Development on the East Side extending from Little Annapolis.
- 3 Existing Shopping Center integrated into the new development with the addition of out-parcel, commercial buildings.
- 4 Residential uses on the East Side of Shore Drive, North of Pleasant Avenue with potential mixed-use development on the Western side of Shore Drive.
- 5 Potential office and commercial district in the two blocks west of Shore Drive.



East Ocean View and Cottage Line

Overall Plan

- 1 Ocean View Streetscape Improvements
- 2 Residential infill development along Ocean View Avenue in the form of Cottage Place
- 3 Pleasant Avenue Improvements
- 4 Bay Oaks Park
- 5 Enhancements for the Capeview intersection to reinforce it as a commercial node, serving as a gateway to Ocean View with an improved beach access way.



Above:
Street Improvements at intersection of Capeview
and Ocean View Avenue

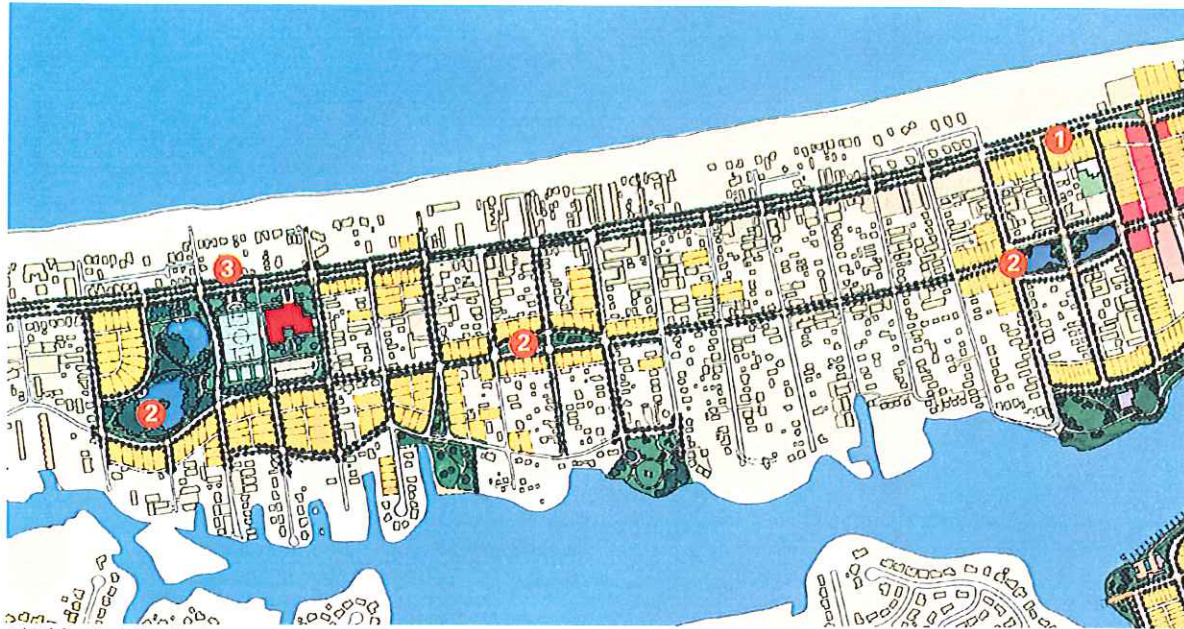
Above Left:
Proposed Ocean View Avenue as Boulevard

Left:
Ocean View Avenue in Cottage Line

The Initiatives

East Ocean View

- 1 Residential development to replace existing commercial uses, with set-backs to enhance boulevard image.
- 2 Pleasant Avenue Parks with ponds and lakes that provide both water management and good addresses for new residential development.
- 3 Alternative Developments for 3rd-7th Bay Streets:
 - A Mixture of residential, public open space, and school development as per the 1997 recommendations
 - B Mixture of residential and public open space
 - C Large public open space with school site



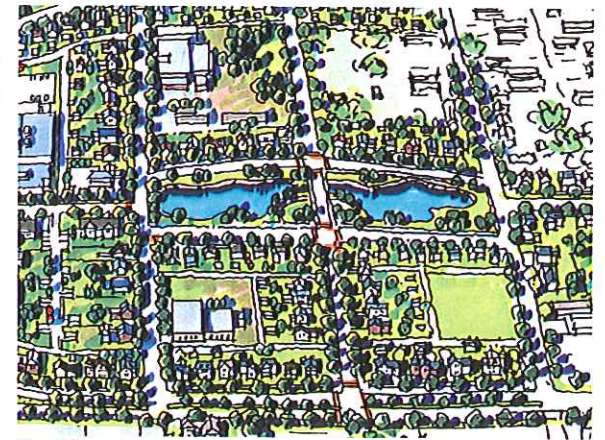
3rd-7th Bay Streets Alternative A



3rd-7th Bay Streets Alternative B

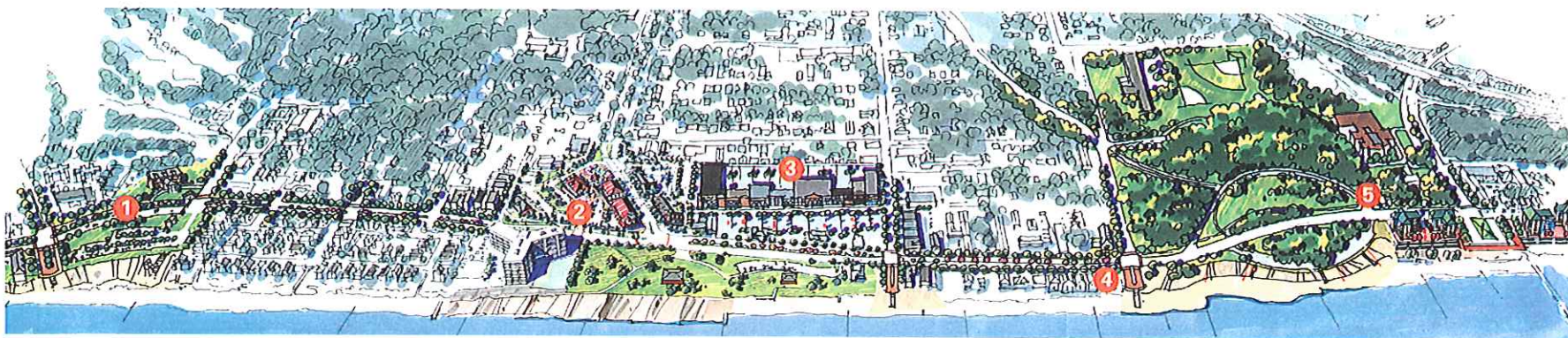


3rd-7th Bay Streets Alternative C



View of Pleasant Avenue parks and ponds

The Initiatives



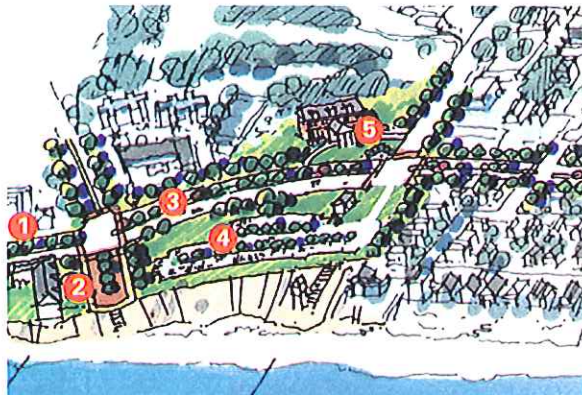
Downtown Ocean View

Overview

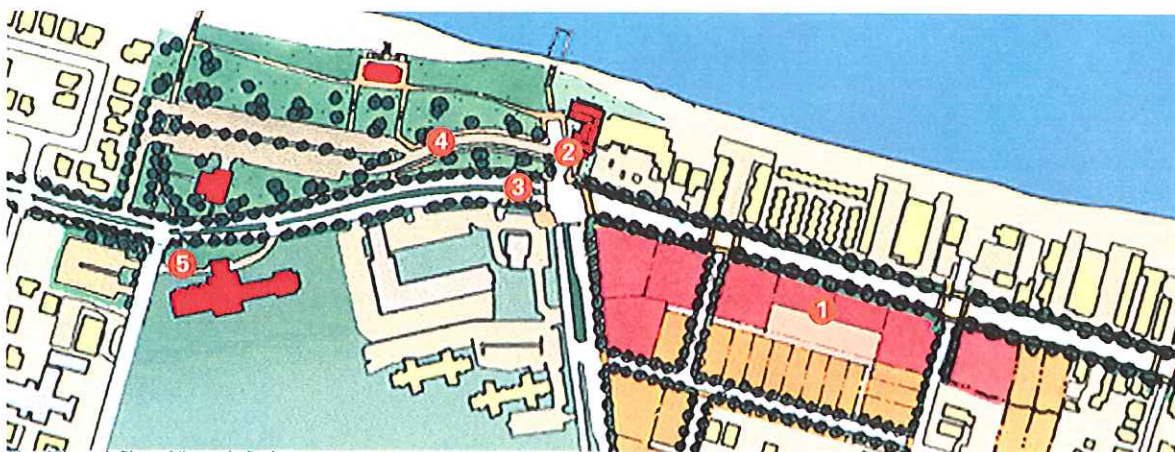
Downtown Ocean View runs from Chesapeake to Fourth View. It currently includes a number of healthy retail uses, offices, and civic uses such as the Library. Three major parks and the Golf Course contribute to its uniqueness by providing recreational amenities as well as commercial uses. The plan recommends initiatives in five areas, which are all linked by Ocean View Avenue.

- 1 Chesapeake Place and Community Beach
- 2 Ocean View Station Square
- 3 A View Development
- 4 First View Park
- 5 Fourth View Place

The Initiatives



View of Chesapeake Place and Community Beach from the North



Plan of Chesapeake Place and Community Beach

The Initiatives

OCEAN VIEW CORRIDOR STUDY

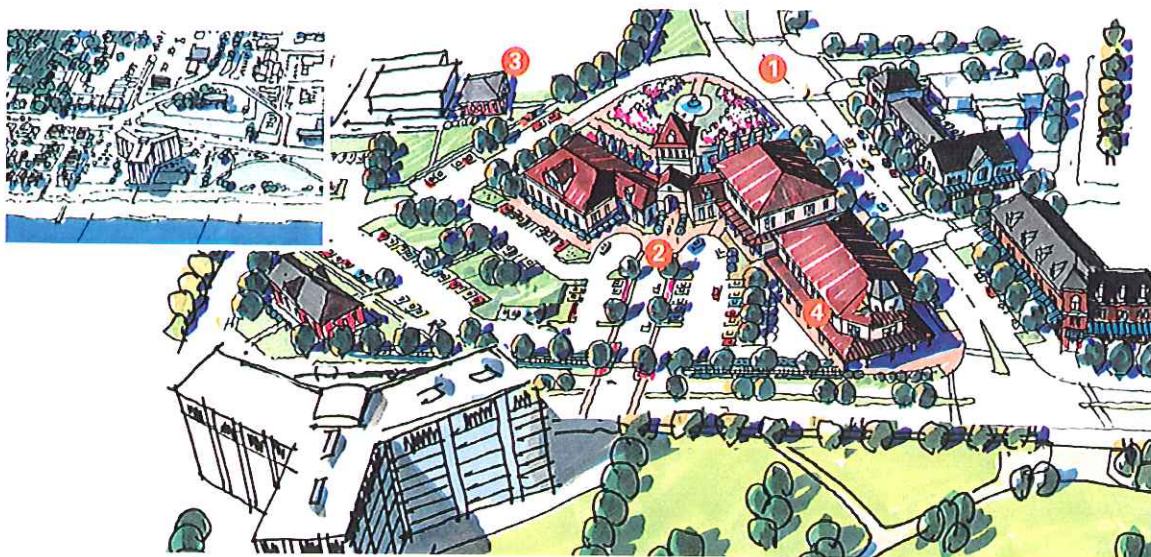
Design Principles

Because this area is to act as a core for Ocean View, much in the way of a Downtown, it is important to carefully design the civic spaces and buildings. The following principles should be applied to all new public buildings in this district.

- A A vernacular architectural style that reflects the history and traditions of Ocean View as a statement that "this is Ocean View."
- B A town center scale and site design that creates pedestrian-scale spaces, rather than suburban auto-scale centers.
- C Buildings and streetscapes are coordinated to create a "place".
- D Buildings can be built in stages, with each integrated into the concept.
- E Pedestrian friendly site plan with connections to the neighborhood and commercial center.
- F Minimum on-site parking for each use, but overall system coordinated to encourage joint use of parking.
- G Preservation of trees where possible.
- H Civic architectural character that provides a sense of monumentality and permanence, rather than that of a commercial office park.

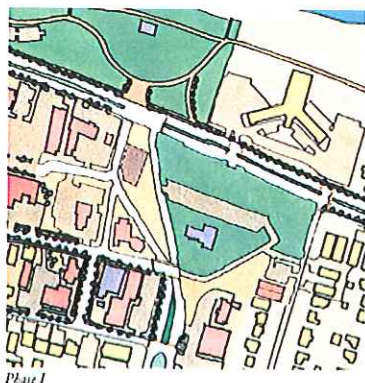
Chesapeake Place and Community Beach

- 1 Residential development on Ocean View Avenue frontage
- 2 Redevelopment site at eastern edge of park
- 3 Improved pedestrian crossings to Community Beach
- 4 Park reconfiguration
- 5 New Golf Clubhouse when Senior Center is relocated to new Library site.

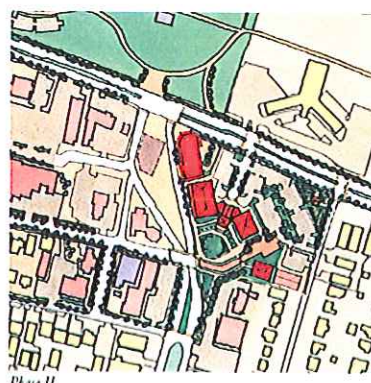


Ocean View Station Square:

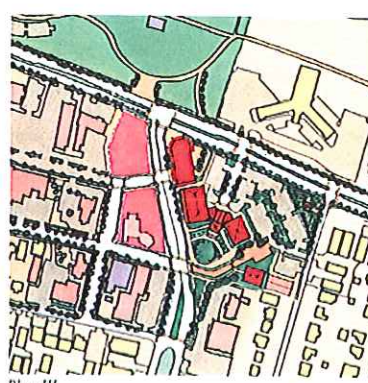
- 1 Revised Street and Park configuration to create Ocean View Station Square: The present Library site is isolated from adjacent neighborhoods by the highway-like design of Granby Street. Granby is redesigned to lead directly to Ocean View Park and to create a park and library site.
- 2 New Library: The Ocean View branch will be rebuilt as an "anchor branch" which will increase its size and service area. The plan indicates an image for it which is consistent with the goals described by residents in the public process.
- 3 Ocean View Museum: Long a dream of Ocean View residents, this facility could either be accommodated in parts of the new Library or as an independent structure on the Square (as drawn).
- 4 Senior Center: This new facility would replace the present one on the Golf Course and provide a range of services within walking distance of shopping, educational, and recreational amenities.



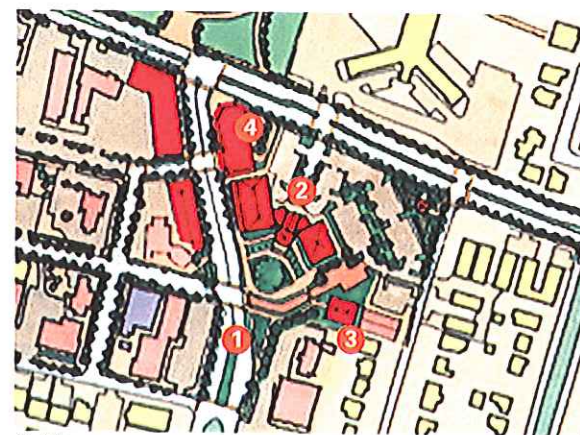
Phase I



Phase II

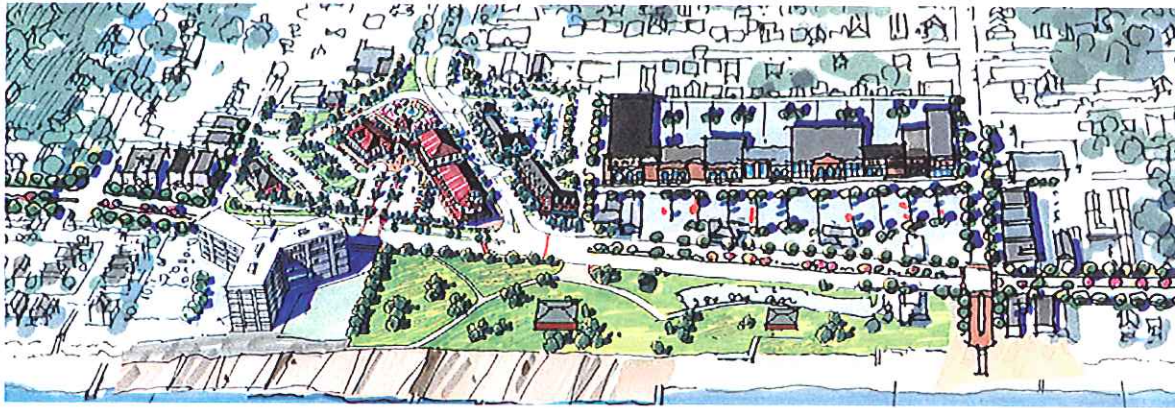


Phase III



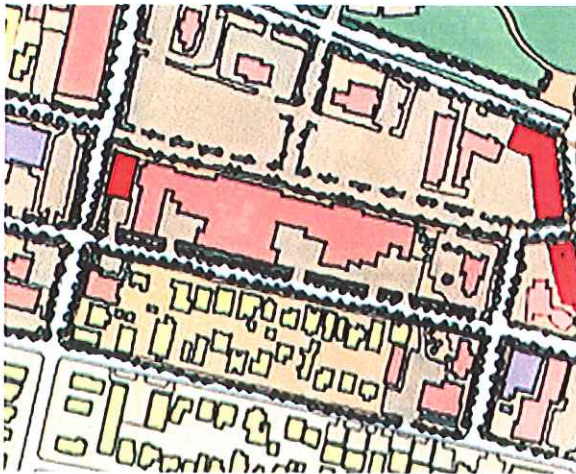
Final Phase

The Initiatives

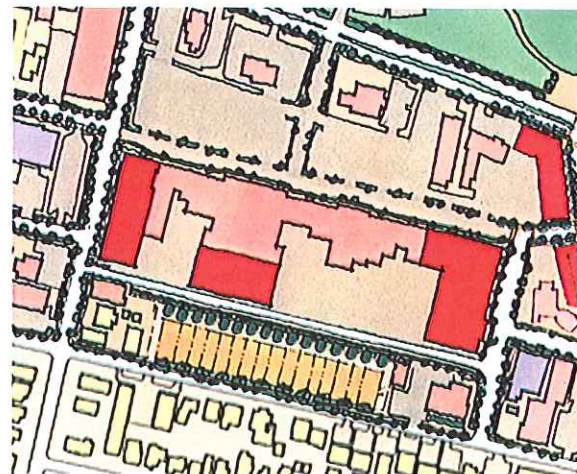


A View Development and First Avenue Park

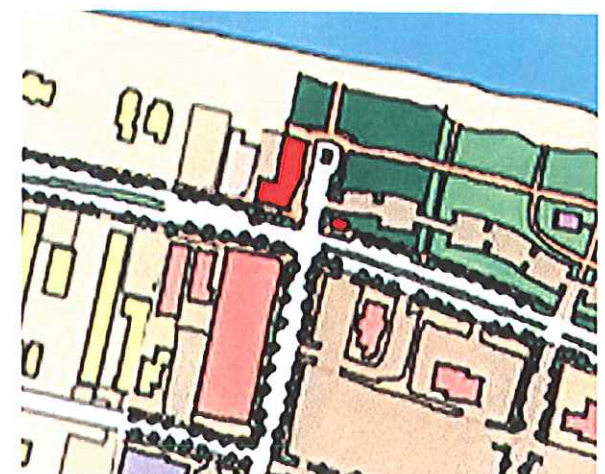
- 1 Alternative One: Wall and landscape to screen loading docks.
- 2 Alternative Two: Redevelop to expand shopping center by 72,000 square feet.
- 3 First View: Build on existing strengths by creating connections to expanded ocean views.



1 A View Development Alternative 1



2 A View Development Alternative 2



3 First View

The Initiatives



Fourth View Place

- 1 Transformation of Monkey Bottom from highway intersection into a conservation area, park and school campus.
- 2 Tidewater Drive, Mason Creek, Campus Drive configuration.
- 3 Development sites at Harrison's Pier and adjacent to Sarah Constant Park.



The Initiatives